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ABSTRACT

Arguing that workforce training is fundamental to the community college mission, this report discusses the necessity for re-examining related national policy and presents models for developing programs that meet current and future workforce training needs. Following an introduction highlighting community colleges' customer responsiveness, provision of training, community leadership, and experience with partnerships, the second section describes the status of workforce training at community colleges. The third section reviews general characteristics of workforce development models, including flexibility, responsiveness, cost effectiveness, accountability, and quality, and presents information on and organizational charts for the following models: state workforce development systems, block grant funding/state-local planning processes, workforce development systems/economic development networks, community college/workforce education and training delivery systems, and systems approaches to the training process. The next section offers details of a new adaptive model, explaining the roles of community colleges and other service providers, state-level workforce executive planning councils and other advisory groups, labor market information systems, one-stop career centers, the state Governor, a new workforce implementation agency, the state workforce board, and local service area boards. The final section discusses issues related to stakeholders and the governance structure, highlighting the importance of community colleges as workforce resources. Contains 22 references. Definitions of terms are attached. (HAA)

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Model Program Development

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Introduction

The turn of the twenty-first century brings new challenges of a global community and worldwide economy. Paradigm shifts occurring in business, government, and social systems have been documented in numerous reports, books, and articles as well as being a primary topic for conferences and symposia. The changes impacting communities at the local, state and national level require a reexamination of the system and structures for community and workforce development. This, in turn, calls for a new assessment of the role of relevant national policy.

Customer Responsiveness: For more than three decades community colleges have provided leadership in community and workforce development. These colleges function both in and for the community. They have been responsive to the issues and needs of their communities, approaching them with flexibility and interdependence. While each college has evolved a menu of programs and services which benefit the local community, certain characteristics of the community college are common to their contributions to community and workforce development.

Training Providers: Community colleges are recognized as providers of high quality training and education, with particular emphasis on high technology skills. This educational focus includes both job specific skills and generalizable skills, including mental flexibility and a lifelong learning commitment. Through training and consulting roles, community colleges have established connections with employers and have earned their trust and respect. Associate degrees and certificates, customized courses, and skill focused courses provide pre-service and in-service preparation for success in the workforce. Long term relationship have been maintained as the community colleges have demonstrated an ability to create or modify curriculum and work based learning in response to the just-in-time workforce needs of business and industry.

Community Leadership: Community colleges provide leadership for community initiatives, often serving as the catalyst or convener for collaborative efforts. The colleges identify partners and potential partners based on their knowledge of projects and resources of other institutions and agencies. Resulting structures and systems provide bridges between the college and community agencies, schools, and other institutions of higher education.

Partnerships: These alliances support the infrastructure of the community as well as economic development. The flexibility and responsiveness which have served the colleges well now must be applied to new challenges with dynamic energy and the commitment to address current and future needs. The diversity of experience among community colleges provides strength as colleges share and learn from each other. Retraining of the existing employee workforce is a growth market. Community colleges must continue to develop effective customized training partnerships with business and industry that enable employees to upgrade their skills for the benefit of their companies.

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By reviewing systems and strategies which are effective in promoting community and workforce development, we can develop models for other community colleges. To build upon and amplify these strengths, community colleges must accept responsibility to participate in and lead the process at the state and local levels. This document has been prepared to demonstrate a number of models through which community colleges may work to meet current and future workforce training needs.

Workforce Training and the Mission of Community Colleges

Workforce training is fundamental to the mission of American community colleges. In view of the significant changes anticipated in the processes for the allocation of federal and/or state workforce development funds, it is imperative that the governance structures and mission statements of community colleges recognize this important role.

In the 1991-1992 academic year ninety-six percent (96%) of the American community colleges provided workforce training and only thirty-one percent (31%) of the associate degrees awarded were in the liberal arts. This indicates that most American community colleges focus the majority of their efforts in areas of occupational education and customized contract training, and this is consistent with community colleges' historic mandate to respond to community and regional needs. Fortunately, most existing governance structures and mission statements are sufficiently broad to allow the colleges to respond to these community needs.

However, with the anticipated restructuring of job training initiatives through federal legislation that provides funding for these programs, **it is recommended that each community college or community college system review its legislative authority and mission statement to assure that statements on workforce development and economic development initiatives are included.** The inclusion of statements related to these important services in the authorizing legislation and mission statement communicates to governmental officials and to the public that these services are clearly within the purview of the colleges. It is anticipated that such action will assist in the positioning the community college to better access workforce training resources through block grants and/or other initiatives.

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Workforce Development Models

There are a number of key factors that must be kept in mind during the development of workforce models. It should be emphasized that there is no one model that will be the optimum model for all states or communities. However, there are a set of common criteria that all models should address. By determining what structure will meet those criteria in a given community, the best model for a specific area can be implemented.

Among the key criteria for comprehensive workforce delivery models are the following:

- *Flexibility*. A model or system must be flexible in its design so that workforce education and customized training can be provided in convenient time frames to meet business and industry needs.

- *Responsiveness*. The system must be able to respond quickly to the needs of customers. Community colleges have the ability to design education and training programs through alternative delivery systems that meet the needs of the customer.

- *Cost Effectiveness*. Community college academic and contract workforce training programs are affordable.

- *Accountability*. Community college programs are developed to meet competency standards.

- *Quality*. Community colleges guarantee program results.

Governance of the workforce development system must be structured to assure that needs are met at various organizational levels.

Among the various alternative structures are:

- *State Directed*. The Governor appoints the members of the State Workforce Development Board to serve as an advocate at the state and federal levels for Local Workforce Development Boards and implement and the state-local planning process for workforce education and training. State Community College Boards and local community colleges need to be represented on the State Workforce Development Board.

- *Locally Directed*. Chief elected officials of local jurisdictions can form Local Workforce Development Boards to plan and oversee the delivery of workforce training programs and to evaluate the workforce development programs in accordance to plans submitted to the State Workforce Development Boards. Community colleges need to be represented on the Local Workforce Development Boards.

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• *Community College Led.* Community colleges, through local Boards of Trustees and state Community College Boards, work in partnership with the State and Local Workforce Development Boards to provide both credit and non-credit workforce education and training programs.

All models must be evaluated against specific outcome measures related to workplace performance. Specifically, these models should:

- Focus on competency-based objectives and skills
- Upgrade job performance skills to succeed in the workplace
- Measure return-on-investment for business

There have been a number of models that have been created in line with the above guidelines. On the following pages outlines of specific models are presented to establish a framework for sample models that community colleges may review, share and modify to their respective state governance systems. Each model listed is based on proposed legislation and outlines the capabilities of community college involvement in future workforce development system plans and operations.

1. State Workforce Development System: This outline integrates the models for the states of Florida, Mississippi, and Texas. Please note the specific task functions and work areas indicated on this chart as outputs of the Local Workforce Development Board. These areas, such as the **"Designated One Stop Centers" and "Designated Education and Training Institutions,"** represent specific roles that may be filled by a responsive and flexible community college.

2. Block Grant Funding/State-Local Planning Process: This flow charts the proposed legislative planning process for funding. This scenario indicated that 20% of block grant funding will be directed toward strategic statewide programs. The remaining 80% of funds are focused on specific local area demands as identified by local boards and officials. The properly positioned community college will be the institution best able to assist in the identification of those local needs and to coordinate the implementation of programs that address those needs across a broad spectrum of educational and training areas.

3. Workforce Development System/Economic Development Network: This outline integrates the market niche functions of the community college delivery system for workforce education and workforce training programs. The various programs indicated as outputs of the community college delivery system will not all be of equal importance within any given system or of the same relative importance when compared to systems in other areas. The importance of any specific areas, and consequentially, the resources that should be dedicated to a given area, must be reflective of local needs as defined by the Local Workforce Development Board. Therefore, this model is meant neither to be all inclusive or to provide a ranking of program importance. Rather, it indicated a range of programs that be functionally organized as areas of service for community colleges.

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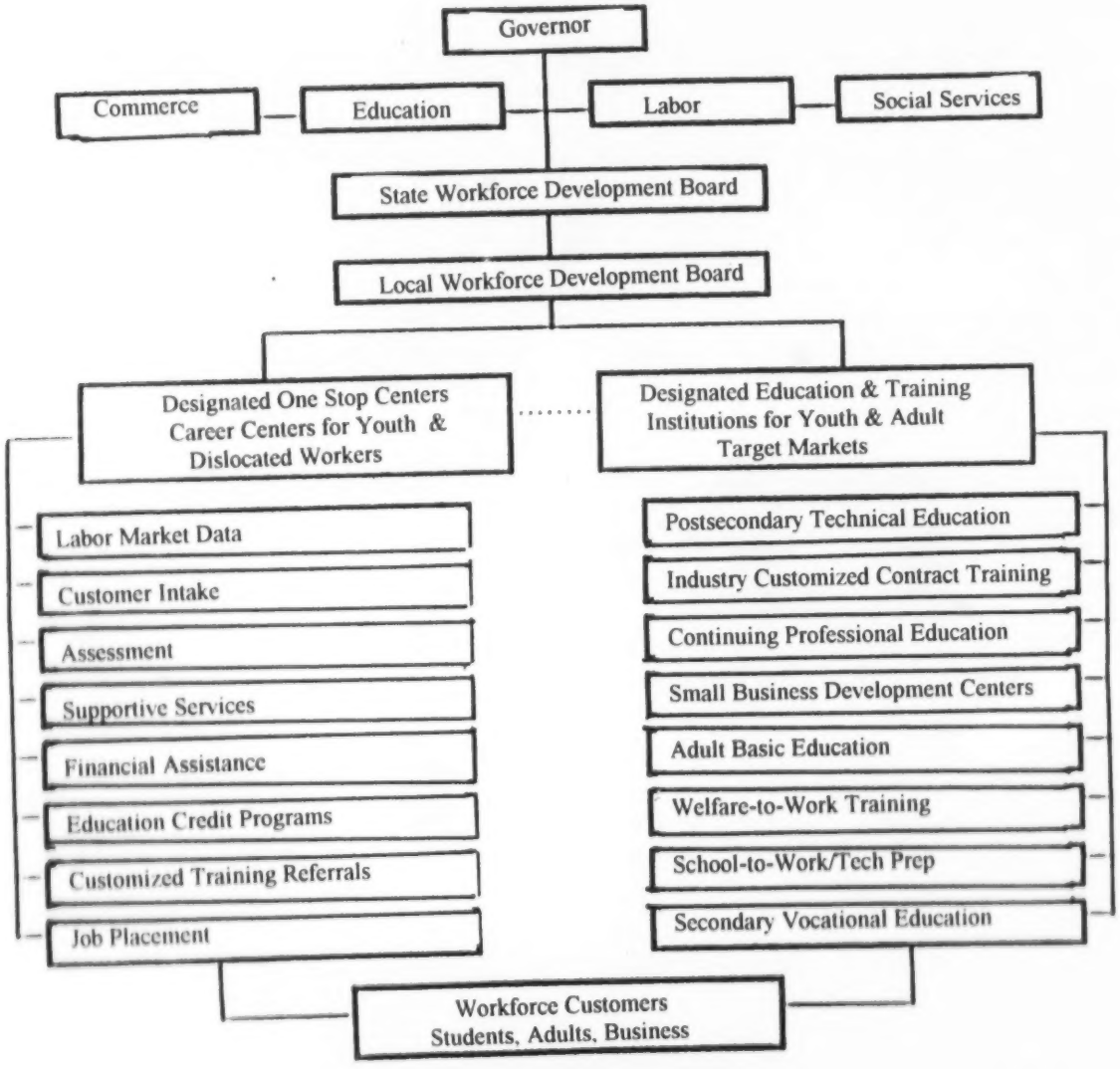
4. Community College/Workforce Education and Training Delivery System: Based upon the Florida, Mississippi and Texas models, this outline represents another functional model. This model emphasizes the need of community colleges to maintain a high degree of interaction between its customers (specifically employers, employees, and students) as it develops and conducts programs in specific functional areas. As indicated previously, it is imperative that a community college be responsive to needs and address those needs with flexible, quality programs delivered on a cost effective basis.

5. A Systems Approach to the Training Process: This model represents a systematic approach to workforce education and training to meet business customer needs. Workforce directed education and training programs should not be developed in a broad or theoretical context. It is important that these programs address specific business requirements that, to the greatest extent possible, have well defined and measurable performance objectives. Only in this context can educational requirements and objectives be established and matched with specific aspects of a delivery system. It should be noted that this is a ongoing process that must be the subject of an evaluation process to track results and implement improvements.

Each model can be adapted and modified to the needs of the state Community College Boards and the Presidents' Councils of those Boards. In this way, each model can be improved and expanded to comply with the governance system of each state. However, it is emphasized that each model needs to be customer-focused, rather than college-program driven. Community colleges need to include economic development and workforce training in their mission statement and through state statutes. There should be specific coordination with each state's Council of Presidents to ensure that the funding guidelines in each state enable community colleges to play a lead role in the delivery on training for the workforce development grants.

State Workforce Development System



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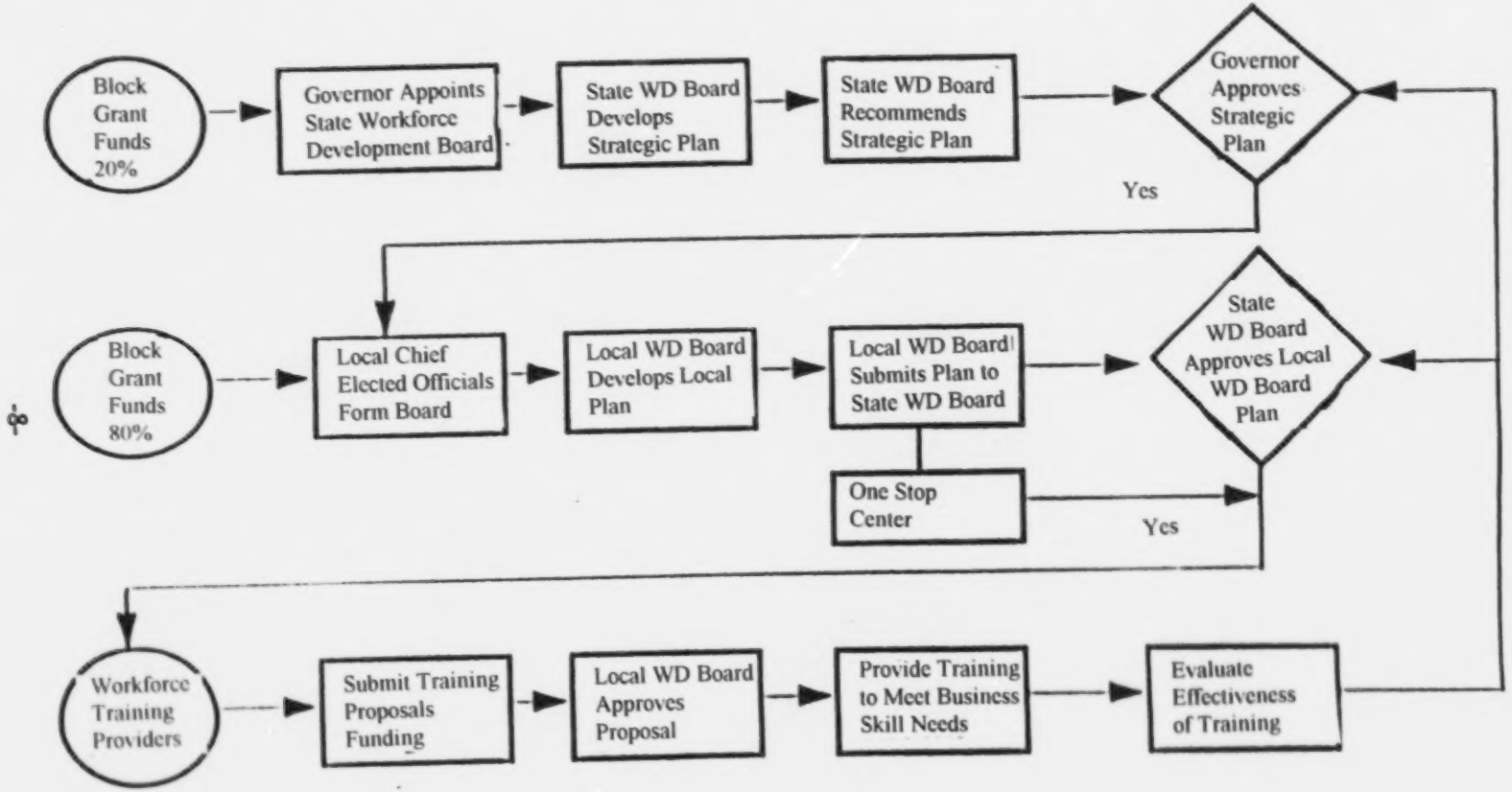
Block Grant Funding
State - Local Planning Process


Block Grant Funds 20%
Governor Appoints State Workforce Development Board
State WD Board Develops Strategic Plan
State WD Board Recommends Strategic Plan
Governor Approves Strategic Plan
Yes
Block Grant Funds 80%
Local Chief Elected Officials Form Board
Local WD Board Develops Local Plan
Local WD Board Submits Plan to State WD Board
State WD Board Approves Local WD Board Plan
One Stop Center
Yes
Workforce Training Providers
Submit Training Proposals Funding
Local WD Board Approves Proposal
Provide Training to Meet Business Skill Needs
Evaluate Effectiveness of Training

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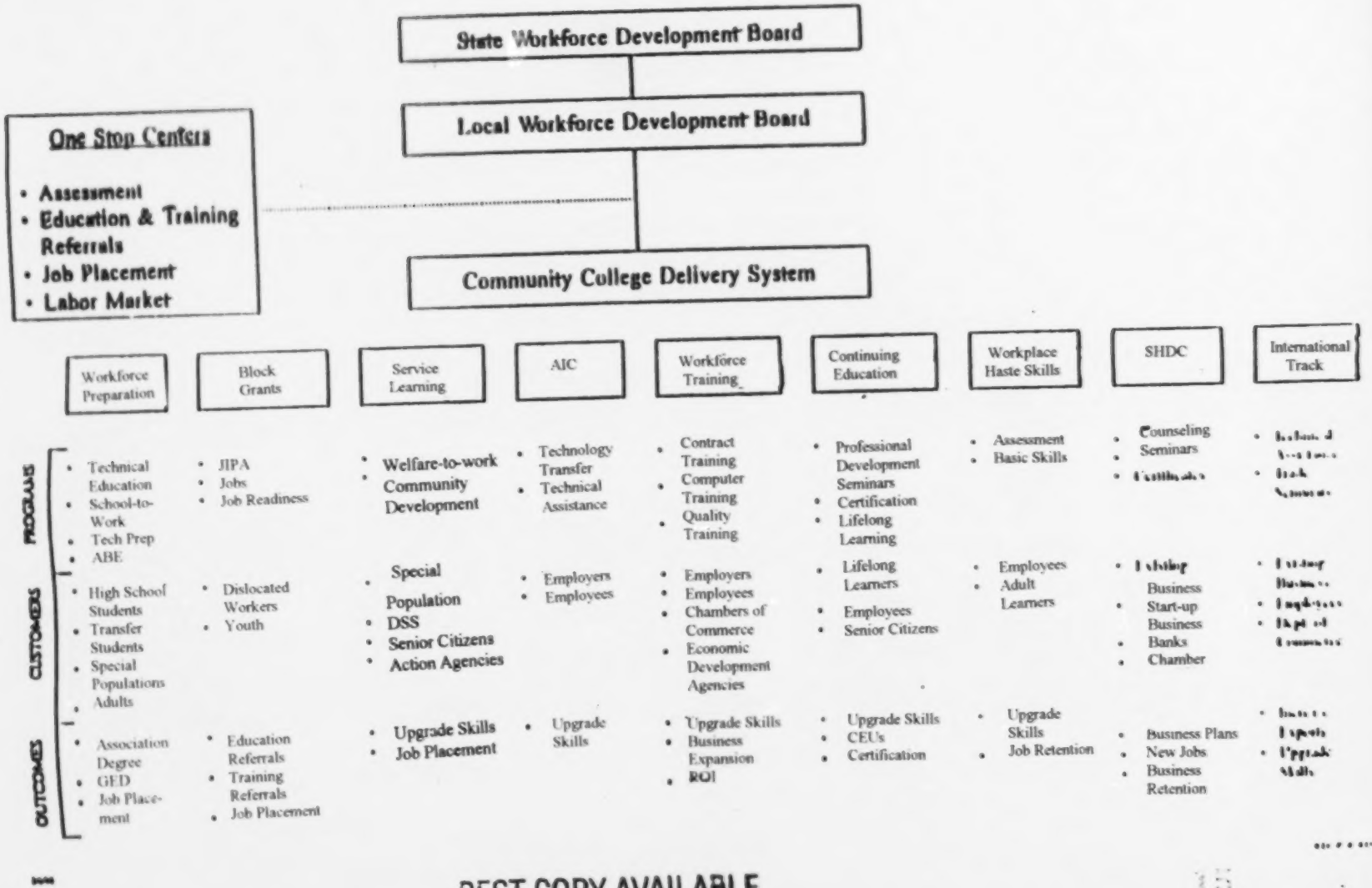
Workforce Development System
Economic Development Network



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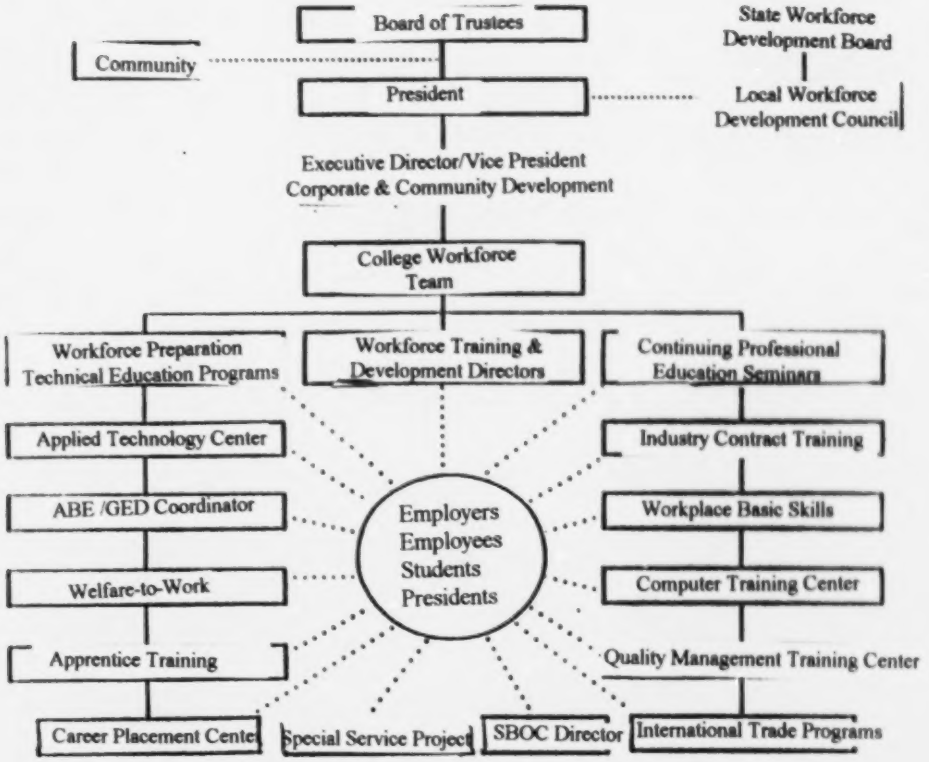
Community College
Workforce Education and Training Delivery System

Functional Model



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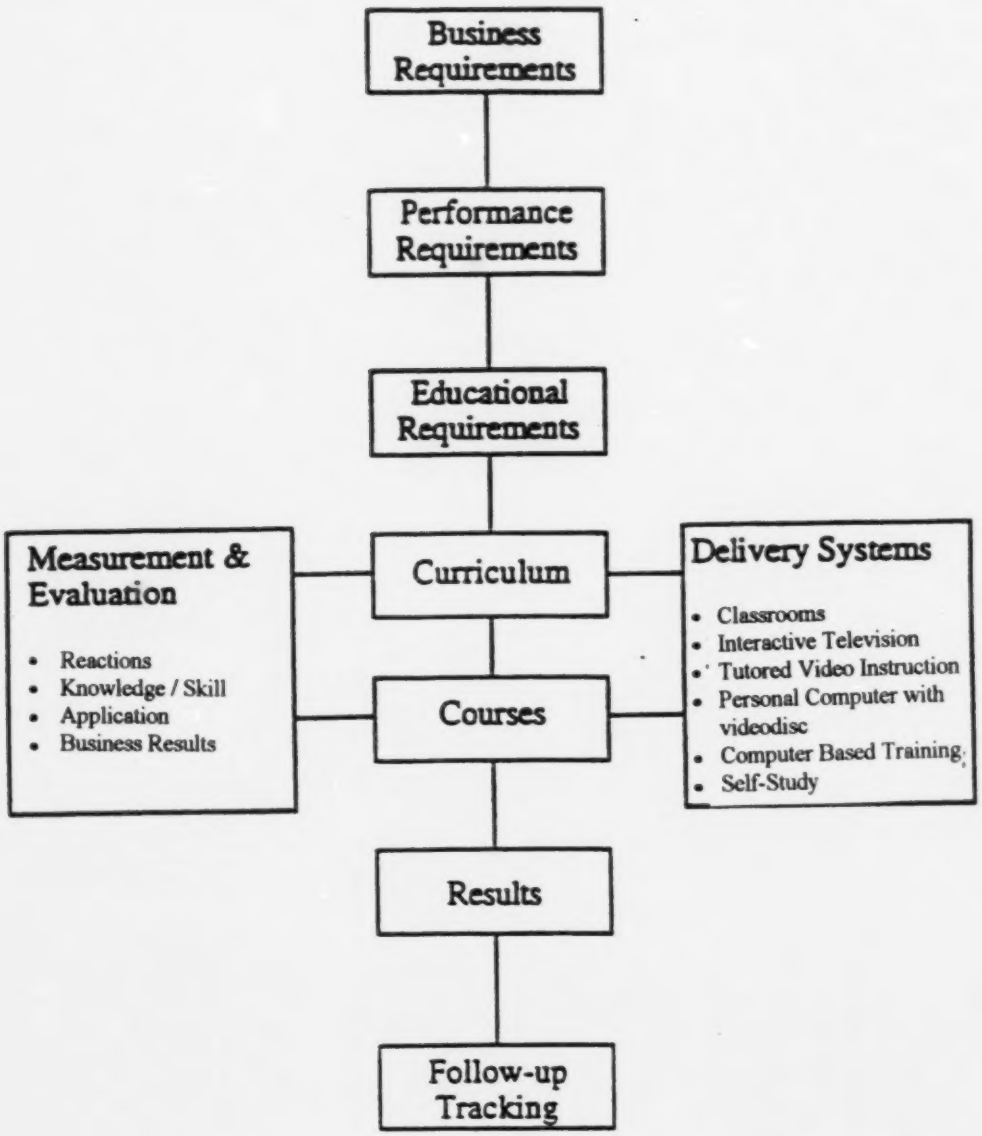
A Systems Approach to Education and Training



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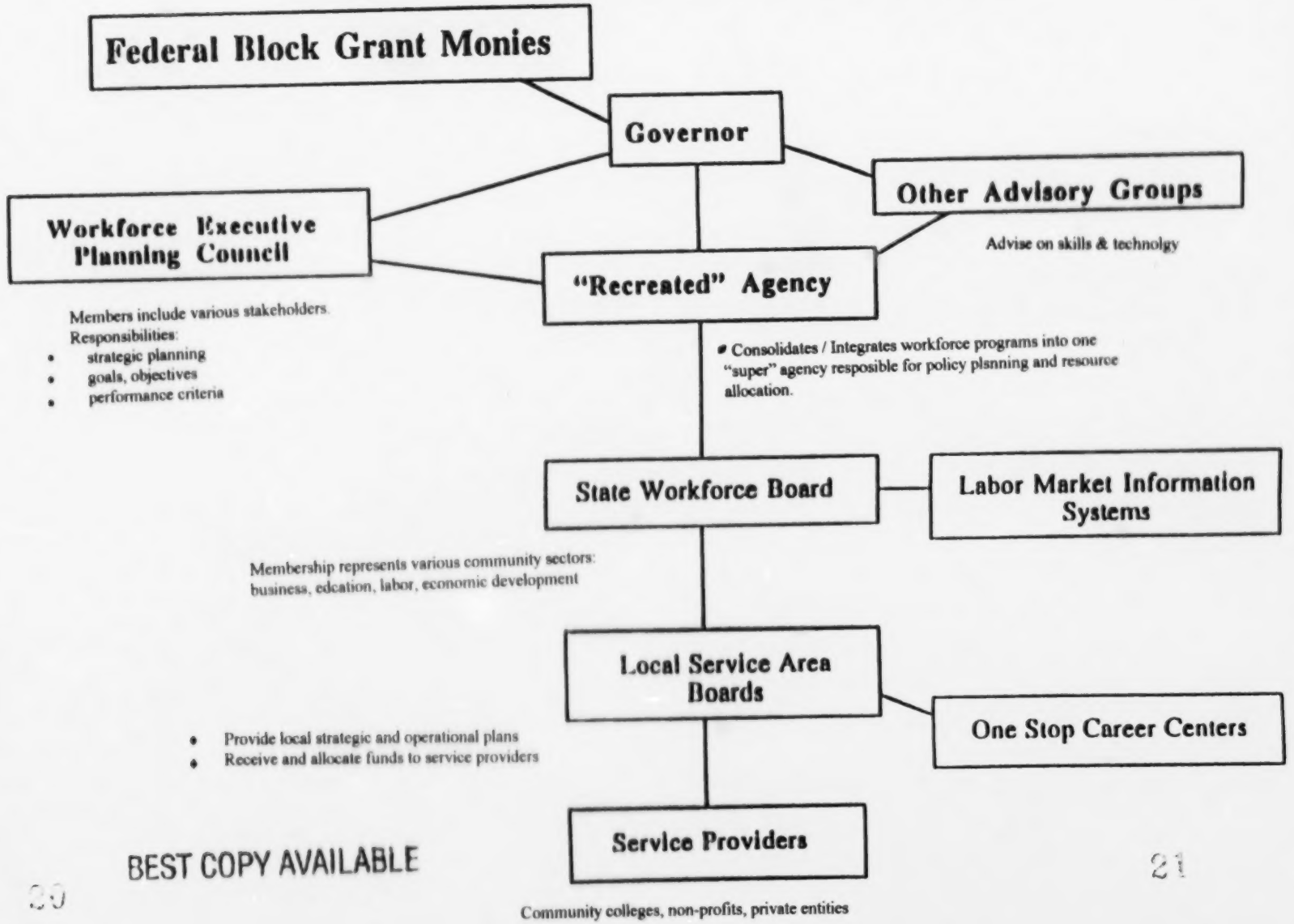
Details of Adaptive Model

Concern for the declining skill and competence level of the average American worker has led to discussions on a national level that have prompted a realignment of resources to directly address these identified problems:

- A labor force ill-equipped to meet the changing demands of business and industry
- A volatile and highly fluid employment environment
- A fragmented delivery system that resulted in redundant services and cost inefficiencies
- An inability to link program components to "real world" performance based outcomes
- A system of services that was supply driven rather than demand driven.

The discussion in the previous section of this report identified key criteria for workforce development models that will address these problems. This section presents details of a single "adaptive" model for developing a state level plan for workforce development. It relies on the components utilized by the states of Texas, Mississippi, and Florida. It begins with a high level overview of the model. It then discusses the various components and refers to specific actions that have been taken by various states.

A state level model for workforce development


Federal Block Grant Monies
Governor
Other Advisory Groups
Advise on skills & technolgy
Workforce Executive Planning Council
Members include various stakeholders
Responsibilities:
• strategic planning
• goals, objectives
• performance criteria
"Recreated" Agency
• Consolidates / Integrates workforce programs into one "super" agency resposible for policy plsnning and resource allocation.
State Workforce Board
Labor Market Information Systems
Membership represents various community sectors: business, edcation, labor, economic development
Local Service Area Boards
One Stop Career Centers
• Provide local strategic and operational plans
• Receive and allocate funds to service providers
Service Providers
Community colleges, non-profits, private entities

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Service Providers

Various sectors will compete for programs under block funding

Possible competitors with community colleges:

- Secondary and post secondary educational institutions
- Non-profit community organizations
- Some proprietary schools
- Private training companies
- Economic development groups
- Other current JTPA providers

Providers will contract with local boards/councils

Providers will be under stronger scrutiny regarding efficiency and cost effectiveness

Providers will have to demonstrate linkages and partnerships

Workforce Executive Planning Council

This Council advises the governor and is charged with strategic planning.
It sets goals and objectives and sets performance criteria.
It often consolidates the efforts of previous advisory councils.

Examples:

Texas:	Texas Council on Workforce & Economic Competitiveness
Florida:	Jobs and Education Partnership Council
Mississippi:	Mississippi Work Force Development Advisory Council

Each council has a membership composed of representatives from various interests: labor, education, literacy, State Departments of Human Services, Employment, and Commerce.

Other Advisory Groups

These boards offer input on issues that impact the direction of workforce training efforts. This could include input on skills standards and emerging technologies.

Labor Market and Information Systems

Systems should integrate information and make data useful to all consumers. Differentiate state and regional data.

Systems must track not only unemployment statistics, but also trends, emerging industries and growth areas.

Design system to collect data as close to point of origin as possible.

Note:
In Texas, the Texas Workforce Commission is using information collected during unemployment claims filing to target individuals most in need of job search training and making Title III services a requirement for claims payment.

One Stop Career Centers

Creates a system with "no wrong door".

Will provide a variety of services:

Common Intake
Centralized assessment and integrated individual service plan
Case management, literacy, ESL, and jobs skills training
Information and referral functions

Note:
In Florida, career centers are on college campuses.
In Mississippi, the State Board of Community Colleges is primary support agency to centers

Governor

Each state will receive monies from the federal government in block grants. Executive and legislative level decisions will distribute monies to the state level agency/commission.

"Recreated" Agency

An agency is "re-engineered" to be the entity charged with workforce program design, implementation, and resource allocation.

Examples:

Texas	*The Texas Workforce Commission* consolidated efforts of 28 programs
Florida	*Enterprise Florida* combined efforts of the departments of commerce, labor, education, and human services
Mississippi	*Mississippi Work Force Development Advisory Council*

State Workforce Board

Designed to erase traditional boundaries and foster communication
Implements a state-local planning process
Provide technical assistance to local service areas
Performs fiscal monitoring

Membership:

Members are appointed
Represent various sectors:

Education, particularly community colleges, business labor, economic development, and employment related state agencies

Note:
In Mississippi, the State Board of Community and Junior Colleges will provide staff for their State Workforce Council.

Local Service Area Boards

Each state is creating regional boards/councils that will handle implementation of the workforce plan at a local level.

Members will be appointed by the chief elected officials.
In addition to administrative officers from the local community college, membership will include representatives of business, labor, community service organizations, economic development and industry.

These local boards councils may act as fiscal agents.

Note:
In Mississippi, the Workforce Act of 1994 provides that such councils will be affiliated with community colleges.

In Florida, the community colleges will act as local fiscal agents, house council staff, and assist in the operating One Stop Centers.

Stakeholders and Governance Structure

Identification of a strategic blueprint for the two-year colleges of the nation demands that they position themselves as the primary deliverers of workforce education. A report in the *Vocational Training News* cited a recently released report by the National Education Association in which "state lawmakers want their community colleges to play a central role in improving Workforce training." The community colleges are reported to be a "critical point of access to higher education."

Augustine P. Gallego, Chancellor of the San Diego Community College District, in testimony addressing the One Stop Career Center System Task Force in California, reported on the multiple services provided by the San Diego Community College system to those in need of workforce skill development. He cited the fact that although the college system serves 200,000 people in classes each year, the college has had no representation on the federal work force committees such as the Private Industry Council. The infrastructure of the colleges and various linkages to the Chambers of Commerce, local and regional employers and governmental agencies position the two-year colleges as a critical resource for workforce development.

The National Council of Occupational Education recently issued a resource document identifying the strengths of the community colleges in addressing community and workforce development. Among those strengths listed that relate directly to the importance of the community colleges as a workforce resource are:

- Community colleges provide high quality training and education and high tech skills.
- Community colleges have established business and industry connections which are based on college service in training and consulting.....
- Community colleges provide leadership for collaborative efforts.....
- Community colleges build collaborative efforts.....
- Community colleges promote the general goal of placing job-ready, trained individuals in the work place as soon as possible....
- Community colleges identify and/or construct real pathways for students....

In an update on legislative issues relating to the conference of HR 1617 and S 143, David Buonora reports the community college position on general governance that is being communicated to the conference members is that "Community colleges should be guaranteed representation on any state or local level workforce development boards or collaborative bodies. They are central, essential providers of vocational education and job training and must have a voice if local economic needs are to be fully accommodated."

The State of Mississippi responded to the challenges of the anticipated federal changes in workforce development funding and passed the Workforce Act of 1994. This legislation was the result of initiatives by the community college leaders in Mississippi and a broadly based community leadership group, the Millennium Group. This organization was developed as a result of the work of the Mississippi Community College Foundation. A report entitled "BUILDING A NEW WORKFORCE FOR A NEW CENTURY" was the framework for the Workforce Act of 1994.

The interests of the stakeholders necessitate an investment in the nation's resources which have the most potential for implementing a national workforce policy. Stakeholders in this moment of opportunity are not limited to any constituency. The citizenry of the United States are the stakeholders. They must look to organizations and bodies of interested individuals who will make the most efficient and effective use of the federal and local financial resource in an ongoing effort of making the United States more competitive, for maintaining and enhancing our standard of living, and for improving the quality of work life. The nation's two year colleges are strategically located throughout the 50 states to accomplish these tasks most efficiently.

The nation's community colleges' enrollment was reported by the National Center of Educational Statistics to be 5,565,867 students for the fall of 1993. In addition to credit students, there are millions more who attend for continuing education and customized workforce training skills upgrades. The Census Bureau reports that the percentage of students in the respective state populations holding associate degrees range from 3.2% (Louisiana) to 9.9% (North Dakota), with a national average of 6.4%.

The two-year colleges in the United States are uniquely a creation of this country and were established as a peoples' college. Although the administrative structure of the community colleges throughout the nation reflect a diversity from local colleges with local boards to state-wide systems with state boards of governance. Nevertheless, the nation's community colleges with the leadership of the American Association of Community Colleges and collaborative and coordinating activities that cross all geographic bounds, could be viewed as a federation in addressing the common good for education and training at the less-than-baccalaureate level.

The present administration in Washington and, specifically, the Secretary of Labor have on numerous occasions cited the community colleges as the resource necessary for moving the workforce development initiatives of the United States. The restructuring of the myriad of federal programs and the redesign of the funding streams for those programs with a national interest of consolidation and cooperation provides the opportune moment of synergistic results to occur.

Although all citizens are stakeholders in this challenge, those providing the leadership in the agencies and organizations which will interpret and initiate the implementation plan of the national workforce policy are the operating stakeholders. It is critical that the community colleges with their national network and commitment to collaboration be identified as principle partners in this important and critical change in workforce policy. There are numerous individual community colleges and state-wide systems which now provide a majority of the class-room training for JTPA and similar federally funded programs. The identification and formalization of the community colleges of the nation as the workforce development entity would greatly enhance the delivery system and workplace skill development for the nation's employers.

Conclusion

The challenges of community and workforce development are great, and community colleges are at work successfully addressing the issues. In 1995, President Clinton emphasized these challenges in his State of the Union message and again in his speech to the annual American Association of Community Colleges conference, with a focus on the critical role that community colleges must play. The development of our communities is connected inextricably to economic success; creating and maintaining a superior workforce requires initiatives which assist workers to attain education and training goals.

The cases and models presented in this report have shown a number of ways to organize community college initiatives to promote community and workforce development. Community college strengths in partnering contribute to formulating a win-win situation for the community, the community college, and the other schools, agencies, and institutions committed to improving the fabric of the community and the workforce. High technology skills and thinking, problem solving, learning skills and projects with business and industry substantiate the positive impact of community colleges on workforce development.

Community colleges have demonstrated their flexibility and responsiveness to addressing community issues and leading towards the future. However, community colleges must be part of the process of the community to realize these benefits. The structure established for national, state, and local programs must include community colleges in the planning and implementation stages. Every college must accept responsibility to participate and lead in this critical national effort to develop our workforce and communities.

Definitions

Continuing Professional Education: Seminars/courses offered to residents and professional within associations for career development or personal enrichment, and to upgrade skills and maintain professional certification. College is approved by the International Association for Continuing Education and Training as a provider for Continuing Education Units (CEUs).

Contract Training: Any specified training provided by college for reimbursement directly by a customer. This training may be in preexisting courses or may be specially developed customized training.

Customized Training: Training developed and provided by college in response to proprietary demands of a specific customer, usually a business or industry, with reimbursement provided by customer.

Local Workforce Development Board: Organizational entity formed among local economic development, education and private business sectors to review and award local training provider grants that assist individuals in gaining necessary education and in upgrading skills necessary for employable jobs.

State Workforce Development Board: Representative organization, appointed by the Governor, including appropriate state economic development agencies, community college board, and private business representation.

Workforce Education/Preparation: Articulated career-path academic credit programs, and the course work of those programs that lead to initial associate degree-level accreditation. These programs are subject to: initial and ongoing state approval or regional or specialized accreditation; state accountability and performance standards; a formal state evaluation for continuance or termination; and regional or statewide employer-driven labor market demand documentation. These programs are subject to approval by a State Board for Community Colleges or Higher Education as vocational/occupational education or continuing education programs.

Workforce Development: Encompasses both workforce education/preparation and workforce training/services programs.

Workforce Training/Services: Customized programs that focus on upgrading the skills and competencies of primarily existing employees that will strengthen an organization's effectiveness and productivity. Customized training/retraining programs include, but are not limited to, technical skills, computer training, management development, team building, and quality improvement processes that can be provided for credit or CEU to meet the customer's needs.

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